

APPENDICES

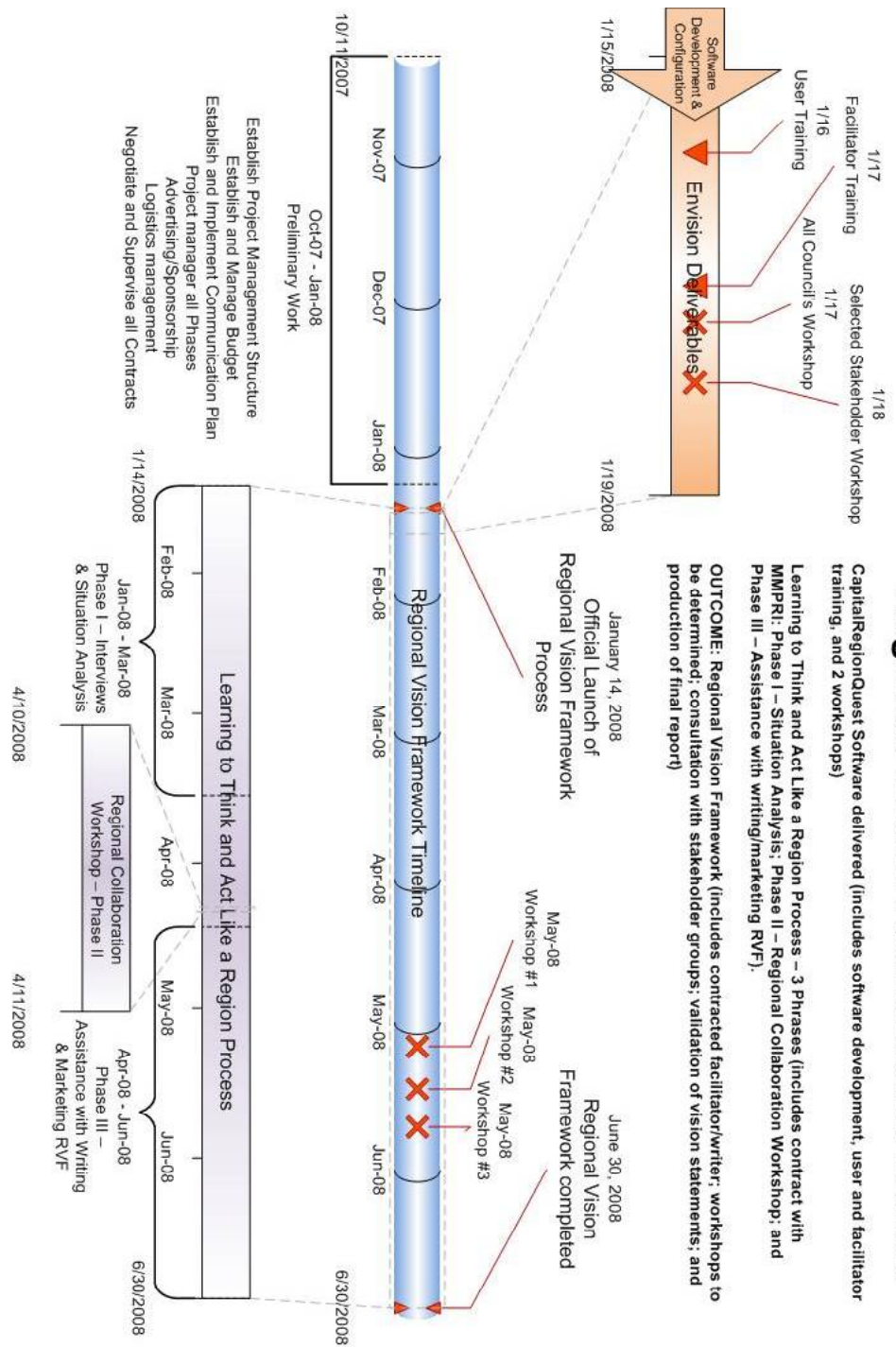


Appendix 1

Regional Vision Framework Timeline

A P P E N D I C E S

Regional Vision Framework Process



Appendix 2

CapitalRegionQuest Workshops – 2008

A P P E N D I C E S

Conducted by
Mayors and Reeves of the Capital Region
Manitoba

Summary Report
Prepared by John McNairnay for the
Mayors and Reeves of the Capital Region Inc.

August 2008

CapitalRegionQuest Workshops

The Mayors and Reeves of Manitoba's Capital Region, with the cooperation of the Province of Manitoba and the Federation of Canadian Municipalities, engaged Envision Sustainability Tools of Vancouver to prepare an interactive, scenario based computer program. This program is to be used as a guide to community discussions on long range regional development issues.

CapitalRegionQuest is most effective when used in a public workshop format. It focuses on issues that directly impact the liveability and sustainability of the region but it keeps this discussion at the "30,000 foot level" and directs discussions to broad regional policy rather than individual municipalities. These discussions are not intended to create a plan for the region. Rather, they should set the stage for future inter-municipal cooperation and coordination on regional issues and for the next development plan review by municipalities and planning districts.

The Mayors and Reeves of the Capital Region have conducted six workshops. A summary description of these workshops is attached as Appendix B. The workshops were held:

Workshop #1 on Thursday, January 17, 2008

Workshop #2 on Friday, January 18, 2008

Workshop #3 on Friday, June 20, 2008

Workshop #4 on Tuesday, June 24, 2008

Workshop #5 on Wednesday, June 25, 2008

Workshop #6 on Thursday, June 26, 2008

Workshop Format

Each workshop followed five stages intended to lead from a review of current trends to the creation of an alternative scenario:

1. **Sustainability Priority Setting Exercise** – Participants are asked to imagine a desirable and sustainable future and suggest a few words that describe that region. An exercise in "dot-mocracy" allows participants to choose the 5 issues most important to them. From this comes a sense of the priorities for the participants at that workshop and it is an opportunity for participants to engage in the high level, long range, positive perspective that should characterize these workshops.

2. **Reviewing Current Trend** – This is an introduction to the CapitalRegionQuest software and how it represents current trends in the region, based on population projections and the choices that have been and are being made. It establishes a base line against which alternative future scenarios can be considered.
3. **Group Discussion** – These are facilitated table group discussions of the nine policy questions (see Appendix A) offered by CapitalRegionQuest. Each question offers a range of answers and each table group addressed 1 or 2 questions, depending on the number of people in attendance.
4. **Group Reports/Scenario Creation** – Table groups reported on the question(s) they discussed, the pros and cons of the issue and their recommended answer. All workshop participants voted on whether to accept the recommended answer or choose another option.
5. **Scenario Review** – Through the group discussions, reporting and voting on preferred choices, each workshop created an alternative future scenario for the Capital Region (see Workshop Findings below). This new scenario was then reviewed and compared with current trends and, if time allowed, the scenario was manipulated to consider some alternative, “what if” answers.

The January workshop’s were facilitated by Dave Biggs from Envision Sustainability Tools. These were a demonstration of the software and hand-off to the local users. The June workshops were facilitated by John McNairnay on behalf of the Mayors and Reeves of the Capital Region Inc. They were intended to introduce the software to the broader community and begin public discussions on the future of the region.

Workshop Findings

The goal of each Workshop was to facilitate community conversations on broad regional development issues and to create an alternative future scenario for the region, based on choices made in 9 important areas. The full questions and options are listed in Appendix A to this report. In summary, the six workshops made the following choices:

Based on these choices and the discussion that surrounded them, the workshops described the following future for the Capital Region:

- **Protect agricultural land.** All Workshops wanted to avoid development of prime agricultural land wherever possible and to preserve this valuable resource.
- **Support multi-nodal development.** All Workshops wanted new development for housing and jobs directed to the regions existing urban nodes in order to take advantage of existing infrastructure and to continue to offer residents a variety of lifestyle choices.

- **New housing development should be more compact.** Expansion of residential areas to accommodate new growth will happen but overall it should be more compact than currently seen in the region.
- **Invest in sewer and water.** All workshops recommended spending more on water distribution and conservation and sewage treatment programs or even trying to achieve the ‘best practices’ currently found in other North American cities.
- **Invest in environmental quality.** All workshops recommended spending more on environmental quality management programs or even trying to achieve the ‘best practices’ currently found in other North American cities.
- **Invest in transit.** Although there was diverse opinion on this question, most favoured expansion of the rapid transit network or at least maintaining the present mix of road and transit investment, as opposed to investing in roads alone.

**Summary of Results of Six CapitalRegionQuest Workshop
January 17, 18 and June 20, 24, 25, 26**

(Current trend show with * - Workshop choice shown in bold)

1. Housing Density 1. Favour homes on large lots 2. Maintain current mix. *(1) 3. More compact growth. (5) 4. <i>Mostly compact growth</i>	6. Roads vs. Transit 1. Favour road investment. 2. Continue current trend. *(2) 3. Wpg rapid transit network. (1) 4. Extend rapid transit network (3)
2. Housing Location 1. <i>Wpg focused development. *</i> 2. Multi-nodal development. (6) .	7. Alternative Transportation 1. Favour drivers. 2. <i>Maintain current mix. *</i> 3. Support alternatives. (4) 4. Strongly favour alternatives. (2)
3. Job Density 1. Favour business parks. 2. Maintain current mix. *(5) 3. More compact growth (1)	8. Environmental Quality 1. Spend less on programs. 2. <i>Maintain programs. *</i> 3. Spend more on programs. (3) 4. Best practices. (3)
4. Job Location 1. <i>Wpg focused development.*</i> 2. Multi-nodal development. (6)	9. Water & Sewer 1. Spend less on programs. 2. <i>Maintain programs.*</i> 3. Spend more on programs. (3) 4. Best practices. (3)
5. Agricultural Land 1. Protect agricultural land. (6) 2. <i>Develop agricultural land. *</i>	10. Population Growth 1. <i>Low growth.</i> 2. <i>Moderate growth.</i> 3. High growth. *

- **Alternative transportation:** All workshops felt there should be a greater focus on alternative transportation options (other than the single occupant car) such as transit, carpooling, walking and cycling.

“A DESIRABLE AND SUSTAINABLE FUTURE REGION”

One interesting part of each workshop was “brainstorming” on **key characteristics for a desirable and sustainable future region** and the opportunity for each participant to use 5 dots to choose their most important characteristics (“dotmocracy”). The summary of the six workshops attached as Appendix B includes the five top “key characteristics” identified at each workshop and is an interesting insight into the attitudes of that Workshop (it should be noted that in some cases the 5th and 6th placed characteristic each received the same number of votes and their placement on the list was only determined by the order in which they were raised by participants). A list of all “key characteristics” for all workshops is attached as Appendix C.

The nature of the participants and the words they used during this exercise varied with each Workshop but a qualitative analysis provides some clear priorities with all participants:

A P P E N D I C E S

- **Clean water and good sewers** were near the top of every list.
- Transportation, either as public transit or transportation corridors, was important to everyone.
- Green space was part of everyone’s desirable future region.
- The environment was in the top 5 characteristics of 4 of the Workshops.
- Safety was a recurring theme.
- Other recurring themes were:
 - Education – convenient access to
 - Housing – range and availability of
 - Healthcare – strong and accessible
 - Economy - strength/viability of
 - Community – sense of and strength of
 - Recreation – availability of opportunities

Lloyd Talbot, Regional Manager of Provinces Intergovernmental Affairs Office in Selkirk, conducted an analysis of the Workshop results that was able to note the following:

- Environmental Health (i.e. sewer & water infrastructure) were of less concern at the Winnipeg sessions than at the rest;
- Social Service (e.g. education and recreation facilities) ranked higher at the three Headingley sessions than elsewhere;
- Transportation was a concern at the Winnipeg sessions but less so elsewhere.

Observations about CapitalRegionQuest

- **Very versatile tool:** It provides a great deal of information about the future of the region and established a credible base line of current trends against which to measure possibilities. It effectively guides discussion to high level and long range policy issues. It allows for interesting exploration of alternative “what if” scenarios which develops an appreciation of the interconnectedness of these regional issues. Mostly, it effectively supports constructive conversation about the region’s potential future.
- **Good high level – policy focus:** It supports the discussion of universal, long range issues – the “common currency” of regional development decision making.
- **Good discussion generator:** The program is very effective at getting the average citizen talking about the future. The graphics are good and the current trends story is well documented. Questions and answers are clear and simple and require no special expertise in order to express an opinion.
- **Questions/answers too leading:** One comment about the questions, although raised by only a few participants, was that the questions are too leading and are designed to create a very “green” result. The questions were too simple for some and the choices too confined.

Observations about the Workshops

- Very effective in generating discussion: The design of the workshop and the use of CapitalRegionQuest create an engaging environment to spend a couple of hours gazing into the future and discussing issues with other interested residents of the region.
- Simple but effective questions: The CapitalRegionQuest questions and the answers offered initially appear to be far too simple for very complex issues. However, the discussion these questions/answers generated got to the heart of very tough issues in a way that is accessible to resident and does not require “expert” testimony.
- Public willing to engage: Most participants were willing, even eager, to engage in this high level, long range view of the region without cynicism and with a genuine interest in the type of region being left to future generations.
- Support for a “green” agenda: All workshops supported a relatively “green” agenda that was conscious of the need to achieve goals such as reducing greenhouse gas emissions, reducing fuel consumption, preserving agricultural land, etc. Admittedly, this software is designed to lead to discussion of these “green” issues but that did not appear make them any less interesting for participants.
- Participation was low: The value in this tool is in the conversations generated between interested citizens. More citizens and more conversation would have been desirable. The low attendance can be attributed in part to late June meetings. More important may be that the fact that regional issues are not yet on the broad public agenda. There are important issues (e.g. service sharing) that are under discussion but no urgent issue presently acts as a catalyst for public interest or grabs headlines.
- Limited range of participants: The majority of participant in these workshops were municipal or provincial elected or appointed officials or representative of special interest non-government organizations. There were few participants who were simply members of the public with a personal interest in their childrens’ future in the region.

Overall Vision for the Capital Region

If the region were to adopt a framework for development decision making based solely on these workshops, that framework would include these elements:

- **Improved Basic Services:** Government will invest more in the quality of water and the management of waste in order to ensure a high standard of these basic services to all residents. There would be greater integration and sharing of services.
- **Improved Environmental Programs:** Government will invest more (programs, incentives and regulations) in environmental quality management with the aim of improving surface and groundwater quality, reduced soil contamination, energy conservation, recycling, reducing pollution, reducing the waste stream and other environmental measures.
- **Regional Nodes:** Development should occur in existing nodes such as the City of Winnipeg, the City of Selkirk, the Town of Stonewall, Oakbank and other centres of population and service concentration.
- **Agricultural Land:** Prime agricultural land between these nodes should be protected.
- **Regional Transit Connections:** Nodes should be connected by public transit to reduce the need for investment in road infrastructure.
- **Compact Growth:** New housing development should occur at a higher density than presently occurs. This is not to say that all development should be high density. But on average the density should be higher, less land will be needed to accommodate anticipated growth and services will be more efficiently used.
- **Less Car Dependant:** Alternative means of transportation (transit, walking, cycling and others) will become increasingly important in all development nodes of the Capital Region in response to growth, congestion and environmental issues.

Next Step Recommendations

Based on the experience from these workshops the following are offered for consideration as possible next steps for use of CapitalRegionQuest:

- Software availability: Ensure CapitalRegionQuest software is in the hands of all local governments and that municipal staff are encouraged to become familiar with this tool, that all municipal Councillors have seen it demonstrated by their staff and that its use is considered as part of the review of any municipal or planning district development plan.
- Workshop Results on Mayors and Reeves Web Site: Consider making some of the workshop results available to the public on the web. This would not be an interactive application of the software but could take slides from the Workshops to demonstrate current trends and the alternative scenarios developed through the workshops.
- Available to Provincial politicians: While some Provincial politicians participated in the workshops, most are likely not aware of the potential of this software to engage the community in discussions on long range policy issues as part of local planning initiatives in the region.
- Available to media: In order to encourage broader public participation in plan review processes opportunity should be found to demonstrate the software to the media.
- CapitalRegionQuest on Mayors and Reeves Web Site: Consult Envision Sustainability Tools about making CapitalRegionQuest available to any individual or group through the web as done, for example, by the City of Guelph with “GuelphQuest On Line”.

Appendix A - CapitalRegionQuest Questions

This is the complete text of the questions and options from the Table discussion portion of the workshops.

1. How compact will new housing development be?

- a. Favour homes on large lots. Continue to build mainly single family homes in large yards with wells and septic fields. Don't emphasize multi-family dwellings.
- b. Maintain current mix. Continue the current trend of building single-family homes with mainly piped services and more multi-family dwellings.
- c. More compact growth. Favour building more multi-family dwellings, but also build some single-family houses.
- d. Mostly compact growth. Build mainly multi-family dwellings, with few new single-family houses.

2. Where will people be encouraged to live?

- a. Winnipeg focused development. Emphasize housing development as close to Winnipeg as possible.
- b. Multi-nodal development. Emphasize housing development as close as possible to all outlying urban centres as well as Winnipeg.

3. How compact will new business development be?

- a. Favour business parks. Allow new lands to be developed as business parks.
- b. Maintain current mix. Encourage business development in existing, serviced town centres, but allow some new business park development.
- c. More compact growth. Encourage business development in existing, serviced town centres, and discourage business park development.

4. Where will jobs be encouraged to locate?

- a. Winnipeg focused development. Emphasize job development in or as close to Winnipeg as possible.
- b. Multi-nodal development. Emphasize job development as close as possible to all outlying urban centres and existing nodes of development as well as Winnipeg.

5. How much will agricultural (livestock and crop production) land be developed?
- a. Protect agricultural land. Emphasize development of other developable lands for jobs and housing before developing agricultural (livestock and crop production) land.
 - b. Develop agricultural land. Allow development of agricultural (livestock and crop production) and all other developable lands for jobs and housing without preference.
6. How will the region focus investment in new transportation infrastructure?
- a. Favour road investment. Exclusively invest heavily in new roads to outlying municipalities to improve access. Do not expand the transit system.
 - b. Continue current trend. Invest moderately in new roads to outlying municipalities, and invest in moderate improvements to the transit system.
 - c. Winnipeg rapid transit network. Implement Plan Winnipeg's plan for a rapid transit network within Winnipeg. Do not expand the road system.
 - d. Extend rapid transit network. Exclusively extend the rapid transit system with new routes within and beyond Winnipeg. Do not expand the road system.
7. How much will alternative transportation be encouraged?
- a. Favour drivers. Reduce support for alternative transportation modes. Facilitate the use of cars.
 - b. Maintain current mix. Maintain existing support for alternative transportation modes but do not expand such efforts significantly.
 - c. Support alternatives. Favour public transit, carpooling, pedestrian and bicycle facilities and services.
 - d. Strongly favour alternatives. Significantly favour public transit, carpooling, pedestrian and bicycle services. Discourage auto use through further economic disincentives like parking fees.

8. To what extent will environment quality management programs be implemented?

- a. Spend less on programs. Scale back environmental quality management programs to clean up Lake Winnipeg, ground water and soil contamination, recycle and reduce waste and conserve energy.
- b. Maintain programs. Develop programs in line with current trends.
- c. Spend more on programs. Increase funding for investigating and using best practices that reduce soil, ground water and surface water pollution that affect Lake Winnipeg, air pollution and increase recycling.
- d. Best practices. Significantly increase funding for programs that investigate and use best practices to increase environmental quality management, increase recycling and reduce air pollution.

9. To what extent will water conservation and sewage treatment programs be implemented?

- a. Spend less on programs. Scale back water conservation and sewage treatment programs.
- b. Maintain programs. Develop programs in line with current trends.
- c. Spend more on programs. Put more funding towards investigating and using best practices that increase water conservation from both homes and businesses and improve sewage treatment.
- d. Best practices. Significantly increase funding for investigating and using best practices to increase water conservation from both homes and businesses and improve sewage treatment.

Appendix B - Summary of Six CapitalRegionQuest Workshops

Date / Location	Attendance	Five top "Key Characteristics"
Workshop #1 Thursday, January 17, 2008 6:30 to 9 pm Headingley Community Hall	By invitation - municipal elected and appointed officials. About 80 people attended.	<ul style="list-style-type: none"> • Clean water • Water and sewer • Recreation • Safe communities • Education and employment opportunities
Workshop #2 Friday, January 18, 2008 9 to 11:30 am Headingley Community Hall	By invitation – a wide range of Capital Region stakeholders including municipal and Provincial government representatives, real estate, business, non-government organizations and students. About 45 people attended.	<ul style="list-style-type: none"> • Good water • Social equity • Shared services • Globally competitive • Environmental innovation
Workshop #3 Friday, June 20, 2008 1:30 to 4 pm Smitty's Restaurant, Selkirk	Public meeting advertised in the local newspapers - also first stage of a review of the Selkirk and District Planning District Development Plan that continued in the evening. Most participants were elected and appointed municipal officials and Provincial staff. About 25 people attended.	<ul style="list-style-type: none"> • Regional transit • Good Sewers • Good drinking water • Range of housing • Green spaces and trails
Workshop #4 Tuesday, June 24, 2008 6:30 to 9 pm Fort Garry Hotel, Central Winnipeg	Public meeting advertised in the Free Press. There was about an even mix of public and elected or appointed officials from municipalities and the Province. About 20 people attended.	<ul style="list-style-type: none"> • Managed growth • Green environmental leadership • Heritage and culture • Mass transit • Co-operative spirit
Workshop #5 Wednesday, June 25, 2008 1:30 to 4 pm Headingley Community Hall	By invitation - a mix of government and non-government organizations represented. About 20 people attended	<ul style="list-style-type: none"> • Strong public safety and crime prevention • Healthy environment • Municipal sewer and water • Protect green spaces • Excellent schools, recreation and outdoor environment
Workshop #6 Thursday, June 26, 2008 6:30 to 9 pm Canad Inn Fort Garry, South Winnipeg	By invitation - Several municipalities, including the City of Winnipeg, were represented as well as the Association of Manitoba Municipalities and some non-government agencies. About 20 people attended.	<ul style="list-style-type: none"> • Sustainable communities (water/sewer/energy) • Caring, connected, community of communities • Transportation corridors • Green space and environment • Diversity of agriculture, residential, business

CapitalRegionQuest Workshops Report – August 2008

Appendix C - CapitalRegionQuest Workshops – Key Characteristics “Brainstorming” Session Results

All participants were given 5 dots with which to vote for their most important Key Characteristics of a desirable and sustainable Capital Region”

January 17 (184 votes cast)	January 18 (110 votes cast)	June 20 (114 votes cast)	June 24 (102 votes cast)	June 25 (116 votes cast)	June 26 (76 votes cast)
<ul style="list-style-type: none"> • Clean water (32) • Water and sewer (20) • Recreation (15) • Safe communities (15) • Education and employment opportunities (13) • Strong health care (12) • Affordable housing (11) • Transit and transport corridors (10) • Business growth (10) • Maintaining agriculture (9) • Strong community participation (9) • Reasonable taxes (6) • Abundant green energy (5) • Senior friendly communities (5) • Good community relations (4) • Heritage & culture (3) • 21st century technology (2) • Complimentary land uses (2) • Strong regional identity / unity (1) 	<ul style="list-style-type: none"> • Good water (15) • Social equity (12) • Shared services (9) • Globally competitive (9) • Environmental innovation (7) • Quality of life (7) • Connectivity (6) • Efficient use of services & land (6) • Safe communities (5) • Skilled workforce (5) • Green environment (5) • Choices – options (4) • Regional / sub-Provincial powers (3) • Access / preserve open & green space (2) • Funded – affordable (2) • Senior housing & services (2) • Culture / diversity (2) • Walkability (2) • Poverty reduction / prosperous households (1) • Regional power / agency (1) • Well educated (1) • Trust / cooperation (1) • Integrated communities (1) • Active community (1) • Transit corridors (1) • Youth investment (0) • Signage / direction (0) 	<ul style="list-style-type: none"> • Regional transit (12) • Good Sewers (12) • Good drinking water (11) • Range of housing (11) • Green spaces and trails (10) • Economic Development (10) • Selling/Marketing the Region globally (7) • Law enforcement (7) • Recreation (7) • Inter-Municipal Co-operation (5) • Regional Health Care (4) • Regional Library (4) • Tourism – Water Based (4) • Meaningful and accessible employment (3) • Heritage (3) • Good auto corridors (2) • Education (1) • Social services (1) • Strong Chamber of Commerce 	<ul style="list-style-type: none"> • Managed growth (13) • Green environmental leadership (10) • Heritage and culture (8) • Mass transit (7) • Co-operative spirit (6) • Traffic that moves (6) • Assertive economic development (6) • Many economic hubs (6) • Complementary land uses (5) • Mixed land uses (5) • Good jobs (5) • Affordable of services (5) • Safety/no crime (5) • High standard of soft services (3) • Accessibility of services (3) • Bike paths (3) • Park & ride (3) • Destination of choice (2) • Individual identities (1) 	<ul style="list-style-type: none"> • Strong public safety and crime prevention (13) • Healthy environment (12) • Municipal sewer and water (10) • Protect green spaces (9) • Excellent schools, recreation and outdoor environment (9) • Protect agriculture (7) • Protected aquifer and cleaner surface (6) • Sense of community (6) • Concentrated / serviced rural residential (6) • High speed technology accessible to everybody (6) • Affordable housing (5) • Transportation (5) • Working with First Nations (5) • Health care accessibility (4) • Cargo transportation and distribution (4) • Emphasis on neighbourhoods and settlement centres (3) • Economic viability (2) • Multi-modal transportation corridors (1) • Strong education institutions (1) • Shopping (1) • Four distinct seasons (1) • Part of the Capital Region • Involve all ages 	<ul style="list-style-type: none"> • Sustainable communities (water/sewer/energy) (11) • Caring, connected, community of communities (9) • Transportation corridors (8) • Green space and environment (7) • Diversity of agriculture, residential, business (6) • Proximity of employment (5) • Shared economic development (5) • Sense of community (4) • Regional recreation (4) • Proximity to: services / education / shopping / transportation / affordable housing (4) • Planned / managed development (4) • Denser and more walkable communities (3) • Not afraid of change (2) • Health services (2) • Communication (2) • Library services

Appendix 3

Situation Assessment of the Winnipeg-Manitoba Capital Region

A P P E N D I C E S

Prepared by:

Juliana Birkhoff, Consensus Building Institute

Shawn Johnson, Public Policy Research Institute

For the Mayors and Reeves of the Capital Region

The Public Policy Research Institute believes that the most effective way to build livable communities, vibrant economies, and healthy environments is through collaboration and conflict resolution. To this end, we:

- Help citizens and officials solve tough public policy issues by creating forums that bring together the right people with the best available information.
- Inform and invigorate stewardship efforts by conducting applied research; and
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EXECUTIVE SUMMARY

INTRODUCTION

For years, provincial, municipal, business, and civic leaders in the Capital Region have discussed how to work across jurisdictional and structural boundaries to address issues at the regional level – in short, to provide a form of governance or joint decision-making that matches the scale of the challenges and opportunities they face.

Most recently, the Mayors and Reeves of the Capital Region have taken a leading role in promoting a regional dialogue on the challenges and opportunities facing the region and have begun development of a Regional Vision Framework. As envisioned by the Mayors and Reeves, the Regional Vision Framework will be established “through a collaborative planning process using scenario modeling,” and will result in “a series of goals, key strategies and action plans”. The overall goal of the project is to “improve economic vitality, quality of life and sustainability in the Capital Region”.

To help with this effort, the Mayors and Reeves contacted the Public Policy Research Institute (PPRI) - an applied research and education center at The University of Montana that specializes in regional collaboration – to bring a fresh perspective to the table. Together with their partners, the Lincoln Institute of Land Policy (LILP) and the Consensus Building Institute (CBI), (PPRI) is providing a situation assessment, workshop on regional collaboration, and facilitation services following the workshop.

A P P E N D I C E S

THE SITUATION ASSESSMENT

To provide additional information and insight to guide the process of developing the Regional Vision Framework and to assist with the preparations for the workshop on regional thinking and acting, CBI and PPRI conducted a situation assessment. The objectives of the situation assessment were to:

- Build a common understanding of the issues and concerns facing Winnipeg and Rural Municipalities in the Capital Region as seen by elected and other community leaders;
- Clarify and confirm elected and other community leaders' views on regional problems and opportunities, and their expectations and aspirations for working together as a region to address these issues and opportunities; and
- Create a foundation to develop a Regional Vision Framework, which will be developed through a series of facilitated conversations.

Interview Findings

The interviews revealed a wide range of regional interests, issues, and concerns.

- **Regional Coordination and Partnerships**

People we talked to want to work together, but there was disagreement on who should lead the effort and on what the structure and scope of the work should be. Some people thought the Mayors and Reeves of Manitoba's Capital Region was the right group of people to lead regional efforts. Others thought that the Mayors and Reeves did not have enough participation from the City of Winnipeg to tackle regional collaboration initiatives at this point in time. Still others we talked to thought that the Mayors and Reeves could be the right group to lead regional efforts, but only if they had a stronger mandate from the Province.

- **Water and Wastewater.**

Almost everyone we talked to was worried about water and wastewater servicing. Most people we talked to discussed the need to address growing drinking water quality and environmental concerns. While there is shared recognition of the challenges the region faces, those interviewed disagreed on how to address the issue. Some see sub-regional water and wastewater systems as a possible solution; some see region-wide services as the best option for the future; and still others are satisfied with current efforts such as the Red River Infrastructure Committee.

- **Economic Development.**

Another issue that is on everyone's mind is economic development, whether related to business attraction and retention, diversifying a municipal tax base, or strengthening the region's economic vitality in the global marketplace. Many cited economic development as potentially the best place to begin working on concrete projects as a region.

- **Transportation.**

Interviewees identified both internal (within the Capital Region) and external (beyond the Capital Region) opportunities and challenges. Within the region, people cited the need to update and improve highway infrastructure, coordinate trucking warehouses and services stations, and the desire to develop a regional transit network. Beyond the region, people identified opportunities to work with the federal government, coordinate activities related to the Asia-Pacific Gateway initiative, and take better advantage of Winnipeg's air services.

Incentives, Challenges, and Barriers

In addition to identifying specific topics of interest, those interviewed spoke about the incentives, challenges, and barriers to working across municipal boundaries.

- **Incentives.**

Almost everyone said that working regionally was a good idea, but there were not enough incentives to prioritize regional efforts ahead of municipal needs and interests. Furthermore, people stated that many of the easy-to-see incentives to work with neighboring municipalities had already been realized through limited partnerships or limited service sharing with the City of Winnipeg. However, many people said that this was an ideal moment in the history of the Winnipeg Capital Region. People thought there was wide understanding of the regional nature of problems and problem solving, leadership to work together, and an opportunity to take advantage of the political opportunity to create a regional vision or set of shared principles given the current environment.

Challenges and Barriers

- those interviewed identified many challenges to working together as a region, including:
- different planning policies, requirements, and review and reporting relationships for the rural municipalities and the City of Winnipeg;
 - different, unclear, or competing ways of calculating, accounting, and investing in infrastructure and services;
 - overlapping and competing economic development organizations and interests;
- fears of annexation and lack of control – and the related desire to maintain local autonomy and identity;
 - different administration and policies between rural municipalities, the City of Winnipeg and the Province;
 - inadequate financial resources and lack of regional focus in some provincial funding programs;
 - historical misunderstandings and differences, including personality and political differences;
 - lack of organizational capacity;
 - inadequate regional leadership; - the short-term planning perspective that results from the election cycle; and
 - differences in interests, needs, priorities, abilities, and time.

Roles of the Province, City of Winnipeg, and Mayors and Reeves

Most those interviewed talked about the historic, current, and potential role of the major political actors in the region.

- **Province of Manitoba.**

Many people stated that the role of the Province has historically been to serve as a resource for information and a convener of regional conversations, but that it has not taken a significant or consistent leadership role in developing the region's capacity to work across boundaries. Some want the Province to adopt a stronger leadership role, either through incentivizing regional cooperation and collaboration through additional resources and technical assistance, or through a more active presence in coordinating regional activities. Others want the municipalities to take the lead and propose a scenario or set of options to the Province.

- **City of Winnipeg.**

To those to be interviewed recognize the City of Winnipeg as the cultural, financial, commercial, and recreational heart of the Province and want to make sure the City can meet its diverse needs. However, many people wanted to encourage the City to engage more often, more consistently and more productively on regional issues. Some commented that the City has a real opportunity to play a leadership role in any regional dialogue because of their expertise, resources, and ability to leverage regional interests to the Province.

- **Mayors and Reeves of the Capital Region.**

Many expressed a desire for the Mayors and Reeves to play a larger role in shaping the region, especially on water and wastewater servicing, transportation, economic development, and other services and land use issues. Several said it was unclear whether the Mayors and Reeves should serve as a catalyst and convener of a regional effort, or if it should actually assume the operation and implementation of specific regional projects.

Mechanisms to Improve Coordination

Many those interviewed provided ideas for improving regional coordination and collaboration. Some of these ideas built on the idea of emulating or learning from existing regional success stories in the Manitoba Capital Region, including health care delivery and the regional planning districts. Others said that the region could explore strengthening or expanding service-sharing agreements for recreation, emergency services, and libraries. Still others said that a common planning language and consolidated database of regional planning information would help coordinate regional planning efforts.

SYNTHESIS OF FINDINGS

One of the unifying sentiments from the interviews was that a regional effort should attempt to provide both a regional vision (shared principles and goals) as well as concrete, actionable steps connected to specific projects that citizens and community leaders want. Addressing these goals, which bring together process-related, capacity, leadership, technical, and practical challenges, the interview findings suggest that the Mayors and Reeves, together with other regional leaders, may want to address the following:

- Develop stronger incentives for collaborating. Stronger incentives could include access to resources, finances, and staff. Create incentives to help overcome the leadership demands of electoral politics.
- Clarify the compelling reasons for working across boundaries. These reasons should demonstrate the specific losses or costs of not working together.
- Clarify the roles of the Mayors and Reeves, City of Winnipeg, and the Province. Decide who else should be involved in regional efforts.
- Determine what organizational structure (i.e. network, partnership, organization) is necessary to achieve concrete, regional goals.
- Use processes and mechanisms to build trust and regional capacity. This could include joint fact-finding, mutual gains negotiation, and consensus building.
- Establish procedures for identifying, addressing, and resolving conflicts.

NEXT STEPS

The following timeline presents key dates in the ongoing development of this effort.

March 22

A draft of the situation assessment will be shared with the Mayors and Reeves of the Capital Region. Comments, feedback, and additions will be accepted through the Workshop on April 10-11, and integrated into a final assessment report.

April 10-11

PPRI, CBI, and the Lincoln Institute of Land Policy will convene a workshop, *Working Across Boundaries: Learning to Think and Act Like a Region*, at the Fort Garry Hotel. This workshop will provide a unique opportunity to learn from other regions in North America that are experiencing similar challenges and to begin developing a strategic approach to regional collaboration in the Capital Region.

The workshop will also begin the effort of moving from dialogue to action – taking the findings of this situation assessment as well as past regional conversations and plans – and jointly shaping a strategy for moving the region from where it is now to where citizens, businesses, and civic leaders want it to be in the future.

April – June

Following the workshop, PPRI and CBI will work with the Mayors and Reeves of the Capital Region to shape the next steps of regional collaboration. While the Mayors and Reeves will direct this stage of the conversation, we suggest that the following options be considered.

1. Clarify overall regional goals and aspirations.
2. Focus on improving the process for working together as a region.
3. Build on the region's strengths and assets.
4. Consider strategies and options for addressing specific regional issues, which may include, but are not limited to, water quality and water servicing; economic development; and transportation.
5. Compare the costs and benefits of any proposal with the status quo.

INTRODUCTION

For years, provincial, municipal, business, and civic leaders in the Capital Region have discussed how to work across jurisdictional and structural boundaries to address issues at the regional level – in short, to provide a form of governance or joint decision making that matches the scale of the challenges and opportunities they face.

Recent Regional Responses

The Manitoba government released a Capital Region Strategy in 1996. Provincial leaders published the strategy after consultations with the Manitoba Roundtable on Environment and Economy and 16 of the area’s municipalities. The Strategy recommended 30 policies and 200 actions to guide regional decision making. Manitoba Round Table on Environment and Economy. Applying Manitoba’s Capital Region Policies: Capital Region Strategy, Partners for the Future. Sustainable Development. Manitoba, March 1996. [IAF]

In June of 1999, the Consultation on Sustainable Development Implementation produced a final report. The report reviewed environmental management, land use planning, permitting, and regulations. The Report criticized the current approach to land use planning and recommended larger area planning. Manitoba (Province of). Report of the Consultation on Sustainable Development Implementation (COSDI). June 1999. [IAF]

In December 1999, a panel appointed by the Province of Manitoba by Order-In- Council presented their findings in the Capital Region Review. This review detailed regional resources, infrastructure, development policies, and demographics.

The report highlighted regional perspectives on growth and sustainability from interviews, reviews of previous reports, and public input. Capital Region Review. Final Report of the Capital Region Review Panel. Winnipeg, December 1999. [IAF] The report reviewed the effectiveness of the 1999 legislation, policy, and procedural framework for regional planning and management. It found that the framework was inadequate to enable municipalities to serve growing regional needs. The authors compared the 1999 framework to frameworks in other regions in Canada and the United States. The Panel proposed legislation to remedy the situation and suggested Provincial activities to improve regional focus.

In November 2000, the Drinking Water Advisory Committee made similar suggestions about regional planning to reduce possible drinking water contamination from private wells and septic systems. They also recommended a regional planning approach to address waste management, drainage, and flooding problems. Manitoba (Province of), Department of Conservation.

Water Use and Allocation: 1999 Public Consultation Summary and Conclusions. January 31st, 2000. [IAF]

The Province convened the Regional Planning Advisory Committee in response to the Capital Region Review, the Consultation on Sustainable Development Implementation Report, and the Drinking Water Advisory Committee Report. The Regional

Planning Advisory Committee produced an interim and a final report in 2003.

A Partnership for the Future, Putting the Pieces Together in the Manitoba Capital Region October 2003

The Regional Planning Advisory Committee called for two sets of initiatives. The first recommendations focused on creating a regional partnership, service and tax sharing, joint economic development, and improved mechanisms to resolve conflict. The second set of recommendations concentrated on clearer and more comprehensive land planning and land planning policies.

In response to those recommendations, the Province adopted the Capital Region Partnership Act in 2005. The act provides enabling legislation for a Capital Region Partnership.

The Mayors and Reeves of the Capital Region

The Mayors and Reeves of the Capital Region have been meeting together since 1999 to advance communication and coordination in the Winnipeg region. In 2007, they began a series of projects to provide leadership to regional efforts with support from the Province of Manitoba and the Federation of Canadian Municipalities. The goal of this regional effort is to develop a Regional Vision Framework. As envisioned by the Mayors and Reeves, the Regional Vision Framework will be established “through a collaborative planning process using scenario modeling,” and will result in “a series of goals, key strategies and action plans.” The overall goal of the project is to “improve economic vitality, quality of life and sustainability in the Capital Region.”

To help with this effort, the Mayors and Reeves contacted the Public Policy Research Institute (PPRI) -- an applied research and education center at The University of Montana that specializes in regional collaboration – to bring a fresh perspective to the table. Together with their partners, the Lincoln Institute of Land Policy (LILP) and the Consensus Building Institute (CBI), PPRI is providing a situation assessment, workshop on regional collaboration, and facilitation services following the workshop.

THE SITUATION ASSESSMENT

To provide additional information and insight to guide the process of developing the Regional Vision Framework and to assist with the preparations for the workshop on regional thinking and acting, CBI and PPRI conducted a situation assessment. The objectives of the situation assessment were to:

- Build a common understanding of the issues and concerns facing Winnipeg and Rural Municipalities in the Capital Region as seen by elected and other community leaders;
- Clarify and confirm elected and other community leaders' views on regional problems and opportunities, and their expectations and aspirations for working together as a region to address these issues and opportunities; and
- Create a foundation to develop a Regional Vision Framework, which will be developed through a series of facilitated conversations.

From December 5-7, 2007, and again from January 14-18, 2008, PPRI and CBI interviewed elected and other community leaders. We conducted follow-up interviews by phone for those unable to arrange face-to-face interviews. 25 individuals representing 14 municipalities participated in the interviews; eleven other regional leaders, including representatives of Provincial government, Chambers of Commerce, the Association of Manitoba Municipalities, and the University of Manitoba also participated. [PPRI and CBI will be soliciting feedback on this draft situation assessment through the workshop on April 10-11.]

FINDINGS FROM INTERVIEWS

The findings presented in this section are not intended to represent a history of the Capital Region, an exhaustive study of the region's issues, or of regional, inter-municipal cooperation. In this report, we summarize what we heard from the perspectives of the people we interviewed. Some interests and opinions may not be represented here, and some factual inaccuracies may be present. All errors and omissions are the sole responsibility of PPRI and CBI. We present this report as a draft and encourage readers to give us feedback and corrections.

REGIONAL ISSUES AND CONCERNS

The interviews revealed a wide range of regional interests, issues, and concerns. This section focuses on the issues and concerns that were raised most often, including regional coordination; water and wastewater services; economic development; transportation; and a variety of “soft” services, including libraries and recreation.

- **Regional Coordination and Partnerships**

In the interviews, we asked people to tell us what they thought of the current state of regional coordination and collaboration. Many people talked about historical efforts to work as a region. Several people told us about limited partnerships between rural municipalities to tackle shared problems. Others told us that there had been communication and some coordination in the past on a limited set of issues.

A few people we talked to had developed collaborative projects or infrastructure with the City of Winnipeg.

People we talked to wanted to work together, but there was disagreement on who should lead the effort and on what the structure and scope of their work should be. Some people thought the Mayors and Reeves of Manitoba’s Capital Region were the right group of people to lead regional collaboration. Others thought that the Mayors and Reeves did not have enough participation from the City of Winnipeg to tackle regional collaboration initiatives. Still others we talked to thought that the Mayors and Reeves did not have enough resources and staff to lead regional collaboration. Others we talked to thought that the Mayors and Reeves 11 could be the right group to lead collaboration but only if they had a stronger mandate from the Province.

We asked people why, given the number of reports and commissions that had called for a regional strategy for problem-solving, there were not more regional activities. Many people stressed the differences in planning, reporting relationships, and standards between the City of Winnipeg Act and the Planning Act for the rural, and other municipalities. Many people also said that there was not enough leadership from Provincial leaders, the City of Winnipeg and the Mayors and Reeves of the Capital region to overcome the structural, legal, and historical challenges to working together at the regional level.

People also shared other perspectives and ideas on the current challenges and opportunities of working together. In general, concerns ranged from issues of governance and decision-making to project development and information sharing; many also brought up concerns about political cycles, legal constraints, costs and revenue considerations, and financial and organizational resources.

- **Water and Wastewater.**

Almost everyone we talked to was worried about water and wastewater servicing. Most people we talked to discussed the need to address growing drinking water quality and environmental concerns. People were concerned with the need to update antiquated infrastructure, and replace well-and-septic systems with centralized water and wastewater systems.

There was broad agreement that the region needs to address the water quality issues that are leading to excess nutrients and algae growth in Lake Winnipeg as well as boiled water mandates in several rural communities. While there is shared recognition of the challenges the region faces, our those interviewed disagreed on how to address the issue. Some see sub-regional water and wastewater systems as a possible solution; some see region-wide services as the best option for the future; and still others are satisfied with current efforts such as the Red River Infrastructure Committee.

Where there have been attempts to coordinate on a regional and subregional basis, people told us that it was hard to overcome different ways to calculate costs and cost-sharing, different planning and environmental standards, and different political and planning ideologies.

Several leaders also told us about regional flooding, salinity, and groundwater quality issues. They also said they had little progress in dealing with these issues regionally.

Some people mentioned that the current planning framework and funding sources do nothing to incentivize working together, and, to the contrary, engender a climate where municipalities can find ways to get by on their own without having to do the difficult work of joint planning, even though there may be potential long-term benefits of doing so.

Two specific efforts underway, updating of the City of Winnipeg's water and wastewater services to meet the more stringent standards and developing sewer and septic system upgrades along the Red River Corridor, were identified by many people to be the immediate challenges facing the region. People suggested that currently there is no connection between the City of Winnipeg's efforts and the Red River Infrastructure Corridor efforts and that there may be more inclusive options to these challenges that have not been fully explored or considered.

- **Economic Development.**

Another issue that is on everyone's mind is economic development, whether related to business attraction and retention, diversifying a municipal tax base, or strengthening the region's economic vitality in the global marketplace. Many cited economic development as potentially the best place to begin working on concrete projects as a region.

People suggested that the region could capitalize on the diversity of the region's land qualities and different strengths among the municipalities. Some suggested that a regional strategy for clustering similar development activities and coordinating transportation at a regional level could help all the municipalities develop.

Others said that while the idea of a regional economic development strategy was appealing, it would be difficult to work together in a way that did not create winners and losers. Many said that there is significant competition within the region for new jobs and that some municipalities do not currently have any incentives to cooperate with others in the region.

- **Transportation.**

Many people we talked to discussed transportation. Winnipeg's historical and current status as the crossroad of Canada, they said, was important to the identity and vitality of the region, and should continue to play a leading role in the region.

Those interviewed identified both internal (within the Capital Region) and external (beyond the Capital Region) opportunities and challenges. Within the region, people cited the need to update and improve highway infrastructure, coordinate trucking warehouses and services stations, and the desire to develop a regional transit network. Beyond the region, people identified opportunities to work with the federal government, coordinate activities related to the Asia-Pacific Gateway initiative, and take better advantage of Winnipeg's air services. Several of the those interviewed discussed the idea of a unified or coordinated regional transit system. People stated 13 that such a system could ease congestion, decrease greenhouse gas emissions, and potentially alleviate the need to buy a second vehicle for some families. Some people thought this might be something that area municipalities could begin working together on now. However, others thought that the incentives were too low for coordinated approaches to transit.

- Sharing of other services.

While water and wastewater servicing was the primary service-related concern, many stated that there were opportunities for regional and subregional service-sharing agreements for libraries, emergency services, specialized transportation, and recreational services. Indeed, many those interviewed stated that they already shared some of these services. Other people told us that they thought the region could build upon its successes in sharing these services to encompass broader stretches of the region.

INCENTIVES, CHALLENGES, AND BARRIERS

In addition to identifying specific topics of interest, those interviewed spoke about the incentives, challenges, and barriers to working across municipal boundaries.

Incentives

Almost everyone said that working regionally was a good idea, but there were not enough incentives to prioritize regional efforts ahead of municipal needs and interests. Furthermore, people stated that many of the easy-to-see incentives to work with neighboring municipalities had already been realized through limited partnerships or limited service sharing with the City of Winnipeg.

However, many people said that this was an ideal moment in the history of the Winnipeg Capital Region. People thought there was wide understanding of the regional nature of problems and problem solving, leadership to work together, and an opportunity to take advantage of the political opportunity to create a regional vision or set of shared principles given the current environment.

People hoped this window of opportunity would provide enough incentive to put extra effort into current regionally focused work. In particular, people discussed the desire to coordinate regional goals and aspirations during revisions to Plan Winnipeg, the City of Winnipeg's visionary planning document.

Other incentives cited by those interviewed included the opportunity to refine the direction of the region's economy for the 21st century, including a possible emphasis on green technology and other climate-friendly practices, and opportunities to address environmental and public health concerns, especially with respect to Lake Winnipeg.

Challenges and Barriers

Those interviewed identified many challenges to working together as a region, including:

- different planning policies, requirements, and review and reporting relationships for the rural 14 municipalities and the City of Winnipeg;
- different, unclear, or competing ways of calculating, accounting, and investing in infrastructure and services;
- overlapping and competing economic development organizations and interests;
- fears of annexation and lack of control – and the related desire to maintain local autonomy and identity;
- different administration and policies between rural municipalities, the City of Winnipeg and the Province;
- inadequate financial resources and lack of regional focus in some provincial funding programs;
- historical misunderstandings and differences, including personality and political differences;
- lack of organizational capacity;
- inadequate regional leadership;
- the short-term planning perspective that results from the election cycle; and
- differences in interests, needs, priorities, abilities, and time.

Most people said that regional policies and projects had not advanced because leadership had not been sustained, wide spread, or able to overcome political transitions or exigencies. People gave us many examples of efforts that almost worked except for changes in essential staff or discussions that never went to real negotiations.

People told us about missed opportunities and sagging momentum. People talked about the need to solve day-to-day problems, which limited the ability of elected leaders to provide regional, long-term leadership. People also talked about the inability of local leaders to change the rewards or incentive structures around growth and development given the pressures of electoral politics.

Many people said that the challenges really amounted to a lack of trust and effective communication. As examples, several cited the development of the Capital Region Partnership Act as an effort that had potential to bring the various interests and parties together. However, it languished because of differing opinions and interpretations of its potential consequences of its enactment for municipalities in the region.

Another challenge was the division of the region into three distinct enclaves – namely, the Province, the City of Winnipeg, and the surrounding rural municipalities. People said that the management and planning priorities and the day-to-day activities of these entities differed so much that effective communication was difficult and that misunderstandings were commonplace.

Some also said that it was a challenge to do anything different if there was not a crisis or immediate threat to respond. In this vein, several people told us that the region worked quite well together during the 1997 Red River flood.

INFORMATIONAL NEEDS

Those interviewed also identified some information needs that they said could help address some of the challenges of 15 working across boundaries. These include better scientific information on the region's water quality challenges, both relating to surface water concerns and groundwater quality.

Many said that there were many studies and reports on the region that provided useful information on demographics, characteristics, and trends. However, efforts to move beyond descriptions of the region were stymied by the lack of information and experience in regional coordination, collaboration, and planning processes.

Those interviewed wanted to know more about how other regions have approached similar waste and drinking water, transportation, or other substantive challenges. People also said they would benefit from learning more about shared governance options.

ROLES OF THE PROVINCE, CITY OF WINNIPEG, AND MAYORS AND REEVES

Most those interviewed talked about the historic, current, and potential role of the major political actors in the region. Province of Manitoba Many people stated that the role of the Province has historically been to serve as a resource for information and a convener of the region's different interests, but that it has not taken a significant or consistent leadership role in developing the region's capacity to work across boundaries. Some see this historic role as appropriate, citing a desire for the individual municipalities to take the lead and propose a scenario or set of options to the Province. Others want the Province to adopt a stronger leadership role, either through incentivizing regional cooperation and collaboration through additional resources and technical assistance, or through a more active presence in coordinating regional activities.

City of Winnipeg

Most people we talked to acknowledged that the City of Winnipeg drives the region's economy and serves as the cultural, financial, commercial, and recreational heart of the Province. Many people wanted to make sure the City could meet its diverse needs. However, many people wanted to encourage the City to engage more often, more consistently and more productively on regional issues. Some perceive that the City has not been actively engaged with the regional efforts of the Mayors and Reeves, while others note that the City is active, informed, and waiting to see the direction in which the Mayors and Reeves' effort is headed.

Others said that the City has a real opportunity to play a leadership role in any regional dialogue because of their expertise, resources, and ability to leverage regional interests to the Province. Some said that the political differences, different tax structure, and the City of Winnipeg's focus on urban planning priorities limit the ability of the City to play a significant role in bridging regional differences.

Mayors and Reeves of the Capital Region

The Mayors and Reeves are passionate about their own municipalities. At the same time, many expressed a sincere desire for their organization to play a larger role in shaping the region, especially on water and wastewater servicing, transportation, economic development, and other services and land use issues.

Several said it was unclear whether the Mayors and Reeves should serve as a catalyst and convener of a regional effort, or if it should actually assume the operation and implementation of specific regional projects. Others said that they hope the Mayors and Reeves will be able to develop a framework vision for the region that they can present to the Province and have it endorsed by Provincial leadership.

In general, people appreciated the information sharing, relationship building, and various activities sponsored by the Mayors and Reeves organization. Some people expressed concern that the group does not make decisions quickly or conclusively. They wondered if the consensus process of making decisions hindered the group. Other people said that the group has had good discussions but has not completed many tangible projects.

APPENDICES

MECHANISMS TO IMPROVE COORDINATION

Many those interviewed provided ideas for improving regional coordination and collaboration. Some of these ideas built on the idea of emulating or learning from existing regional success stories in the Manitoba Capital Region, including health care delivery and the regional planning districts.

Others said that the region could explore strengthening or expanding servicesharing agreements for recreation, emergency services, and libraries. Still others said that a common planning language and consolidated database of regional planning information would help coordinate regional planning efforts.

Many said that devising new funding incentives would be necessary to improve coordination, and some suggested that the Province could provide financial incentives for projects that demonstrate joint planning, joint benefits, and overall improvements in efficiency and effectiveness due to a collaborative approach.

Some said that the region could capitalize on federal incentives, including the Asia-Pacific Gateway initiative and climate change efforts, by devising joint strategies that would strengthen the region's participation in these programs.

SYNTHESIS OF FINDINGS

This synthesis is designed to begin connecting the interview findings to the Regional Vision Framework project, CapitalRegionQuest, the upcoming workshop on Learning to Think and Act Like A Region, and future efforts of the Mayors and Reeves of the Capital Region.

One of the unifying sentiments from the interviews was that a regional effort should attempt to provide both a regional vision (shared principles and goals) as well as concrete, actionable steps connected to specific projects that citizens and community leaders want.

Moreover, any regional effort should be both practical and politically viable.

These sentiments suggest that the visioning work and discussions as part of the CapitalRegionQuest effort will help move the regional dialogue forward by providing new information about the broad priorities citizens and community leaders have for the region.

The ability to respond to the stated desire for concrete projects and strategies is a more difficult prospect. To address these more difficult issues, which bring together process-related, capacity, leadership, technical, and practical challenges, the interview findings suggest that the Mayors and Reeves, together with other regional leaders, may want to address the following:

- Develop stronger incentives for collaborating. Stronger incentives could include access to resources, finances, and staff. Create incentives to help overcome the leadership demands of electoral politics.
- Clarify the compelling reasons for working across boundaries. These reasons should demonstrate the specific losses or costs of not working together.
- Clarify the roles of the Mayors and Reeves, City of Winnipeg, and the Province. Decide who else should be involved in regional efforts.
- Bring all interested parties together to jointly name the most pressing regional challenges.
- Work together to prioritize regional challenges and opportunities and frame strategies to address those challenges and/or pursue regional opportunities.
- Determine what organizational structure (i.e. network, partnership, organization) is necessary to achieve concrete, regional goals.
- Use processes and mechanisms to build trust and regional capacity. This could include joint fact-finding, mutual gains negotiation, and consensus building.
- Establish procedures for identifying, addressing, and resolving conflicts.

During the next phase of this effort, there will be an opportunity for the Mayors and Reeves to decide if they wish to pursue any of these options (see the following).

NEXT STEPS

As mentioned earlier, this situation assessment provides a common understanding of leaders' views, expectations, aspirations, as well as their concerns. Moreover, it provides background to inform and invigorate the process of regional collaboration in the Capital Region. It is not an end in itself, but should be used to reinvigorate conversations about the future of the Winnipeg Capital Region.

The following timeline presents key dates in the ongoing development of this effort.

March 22

A draft of the situation assessment will be shared with the Mayors and Reeves of the Capital Region. After the Mayors and Reeves review it, PPRI and CBI will revise and finalize the assessment.

April 10-11

PPRI, CBI, and the Lincoln Institute of Land Policy will convene a workshop, *Working Across Boundaries: Learning to Think and Act Like a Region*, at the Fort Garry Hotel. This workshop will provide a unique opportunity to learn from other regions in North America that are experiencing similar challenges and to begin developing a strategic approach to regional collaboration in the Capital Region.

The workshop will also begin the effort of moving from dialogue to action – taking the findings of this situation assessment as well as past regional conversations and plans – and jointly shaping a strategy for moving the region from where it is now to where citizens, businesses, and civic leaders want it to be in the future.

April – June

Following the workshop, PPRI and CBI will work with the Mayors and Reeves of the Capital Region to shape the next steps of regional collaboration. This is where the rubber hits the road. While the Mayors and Reeves will direct this stage of the conversation, we suggest that the following options be considered.

PRELIMINARY OPTIONS FOR MOVING FORWARD

1. Clarify overall regional goals and aspirations.

This is the heart and soul of the Regional Vision Framework and one of the Mayors and Reeves' top priorities. We suggest that completing this project is a compelling first step for engaging in a new era of regional collaboration.

Two important aspects may warrant additional consideration as the project progresses – who is involved in this effort (i.e. are there any voices missing?) And how will it be used following completion of the project (i.e. how will municipalities and other regional leaders use the framework? Will there be incentives provided to those who follow the precepts of the framework? Etc.?)

2. Focus on improving the process for working together as a region.

Repeatedly, we have seen how a good process for working together can do more than any single initiative or project to improve regional collaboration. Knowing how to work together builds the relationships and trust that facilitate better cooperation and collaboration on specific policies and projects.

To this end, we can work with the Mayors and Reeves to examine their current structure, decision-making processes, and goals, and consider whether changes to that structure would promote better working relationships, communication, information sharing, and decision-making. We can share examples of different decision-making approaches, organizational forms, and governance structures. We can also explore whether having a regional charter or compact might be useful in facilitating regional efforts.

3. Build on the region's strengths and assets.

The Winnipeg region has a wealth of resources: rich historical and cultural traditions, solid institutions, and ample business and civic leadership.

There are a number of ways to build on these strengths, but one consideration is through a partnership with one or both of the region's major universities. Regionally focused centers at universities can provide research, information, and labor directed at regional issues.

There are a number of models at Canadian and U.S. universities, including the City-Region Study Centre at the University of Alberta (www.crsc.ualberta.ca) and the Regional Institute at the State University of New York – Buffalo (regionalinstitute.buffalo.edu).

4. Consider strategies and options for addressing specific regional issues, which may include, but are not limited to, water quality and water servicing; economic development; and transportation.

Water quality and water/wastewater servicing.

We could jointly explore options and models of regional water servicing; explore possibilities for building from the example and effort of the Red River Infrastructure Committee; or look at options for sub-regional servicing options.

Given the amount of interest in this topic and the degree of work that has already been done, perhaps an initial step should be to take stock of current developments, with a focus on determining what is working well and what is not.

Economic development.

There appear to be a number of avenues to pursue with respect to regional economic development, including building on the efforts of the Manitoba and Winnipeg Chambers of Commerce, Destination Winnipeg, and local/municipal economic development efforts. A major consideration here is whether the Mayors and Reeves want to initiate a new effort or revitalize previous regional discussions.

Transportation.

Many people expressed a desire to improve transportation options for citizens in the region, including improved bus service and an expansion of transit into more rural municipalities in the region. We could explore these ideas in more detail, including consideration of feeder routes, rapid bus transit options, and integration with other planning efforts, among other ideas and options.

In addition to regional transit options, the Mayors and Reeves may want to consider whether they want to begin a regional discussion around the transportation and land use planning. Many regions in North America are revisiting the challenges of integrating transportation and land use planning. Consequently, there are a number of examples to draw from in this arena.

5. Status quo.

Importantly, any option needs to be compelling enough to take time away from current activities and 20 efforts. Is there a compelling reason to be doing more than is currently being done?

From a process and decision-making perspective, does the current structure provide the means to adequately and satisfactorily address the opportunities and challenges of each municipality and the region as a whole?

These options will be refined and additional options added as we continue to work together with the Mayors and Reeves to define the next phase of this effort.

Appendix A: Regional Vision Framework Project Information

Source: www.wmcrp.com

The Regional Vision Framework will identify common vision statements for the Region and identify mutually agreeable issues and opportunities that could be strategically pursued and implemented by the Mayors and Reeves.

The purpose of the Regional Vision Framework will be to create a common vision for the future of the Region and set realistic goals for achieving this vision. Components of the document may include visions for the economy, culture, lifestyle, environment, and transportation in the region; specific goals/targets to demonstrate progress; and an implementation strategy.

The document will articulate Regional Vision Statements that all members of the Capital Region Partnership will agree, by consensus, to work towards achieving and by identifying topics to be strategically pursued. While the regional vision framework will be non-statutory, it will contain principles and goals that have been developed collaboratively and through a consensus building process.

A P P E N D I C E S

Preliminary planning has begun on the Regional Vision Framework, and includes:

- Project Management structure developed • Project Communications plan developed
- Training for CapitalRegionQuest software scoped and scheduled. The intent of the training is to develop qualified users and facilitators who can be available (as time permits) to assist the Writer/Facilitator with any public consultations as determined by the RVF Steering Committee and Project Manager.
- Public Launch of the process
- Conducting two workshops – for political leadership in the Capital Region (All Council members); and selected stakeholders.
- Development of a project budget and initial solicitations for funding and sponsorship
- Engagement of Montana Public Policy Research Institute consultants to conduct Learning to Think and Act Like a Region process and Regional Collaboration Workshop
- Initial discussions regarding contents of Regional Vision Framework

Components of Regional Vision Framework Project

CapitalRegionQuest – the software development project begun by the Mayors and Reeves of the Capital Region in September 2006 will support the Regional Vision Framework and a Regional situation analysis followed by a conference entitled “Learning to Think and Act Like a Region”. 22

#1 CAPITALREGIONQUEST COMPLETION

In September, 2006, the Mayors and Reeves of the Capital Region announced the beginning of a new project, entitled CapitalRegionQuest. In partnership with the Province of Manitoba and with a generous grant from the Federation of Canadian Municipalities (FCM) Green Municipal Funds, the organization is working with Envision Sustainability Tools to develop a software tool that will promote regional thinking and assist in local planning.

Metroquest is an interactive computer simulation tool that evaluates alternative future scenarios and facilitates the creation of sustainable visions. This project will enable leaders of the capital region of Manitoba to work together to project various scenarios for the future and assess the implications of decisions made for the region.

At the media launch, held on Tuesday, August 31, 2006 Minister Scott Smith said, “The capital region is critical to Manitoba’s overall competitive. To achieve its full potential, all levels of government must work together to ensure our resources and efforts are coordinated and that development is well planned. Reeve Don Forfar, then-chair of the Mayors and Reeves of the Capital Region indicated that

“ . . . this new tool will assist capital region communities to create, compare and evaluate future scenarios and make decisions regarding the future of their community and its relationship to the region as a whole”.

CapitalRegionQuest is a visioning and communication tool that will facilitate the development of a long-term vision for Manitoba’s Capital Region by examining the regional impact of decisions made in ten areas:

- Housing Density - How compact will new housing development be?
- Job Density - How compact will new business development be?
- Job Location - Where will jobs be encouraged to locate?
- Agricultural Land - How much will agricultural (livestock and crop production) land be developed?
- Roads vs. Transit - How will the region focus investment in new transportation infrastructure?

- Alternative Transport - How much will alternative transportation be encouraged?
- Environmental Quality - To what extent will environmental quality management programs be implemented?
- Water & Waste - To what extent will water conservation and solid waste management programs be implemented?
- Population Density - How much will the population change?

The software is almost done and will be ready for delivery and installation in early January, 2008. Concurrent with the delivery and installation of the software two training workshops will be held at which the software will be used to develop 23 conversations regarding the future of the region. These workshops will engage participants in discussions regarding general priorities for the future of the region and growth management issues such as Land Use; Housing; Job Growth; Transportation; and Environmental Programs.

Workshop I

This workshop will be designed to engage municipal political leaders in conversation regarding the region. All Mayors, Reeves, and Council members from Capital Region member municipalities will be invited to this workshop.

Workshop II

This workshop will be designed to engage selected stakeholders in conversation regarding the region.

These workshops will be held January 17 and 18th, 2008, and be 3 – 3 1/2 hours in length. Information derived from the workshops will be used to inform the Regional Vision Framework.

#2 LEARNING TO THINK AND ACT LIKE A REGION - CONFERENCE

Utilizing the expertise of the Montana Public Policy Research Institute, the Lincoln Institute of Land Policy, and the Consensus Building Institute, the Mayors and Reeves of the Capital Region of Manitoba will be hosting a conference on April 10th and 11th, 2008, at the Fort Garry Hotel, designed to both build and share knowledge about regional collaboration. The conference will highlight some of the most promising case studies around the country, focusing on what works, what does not, and what lessons can be transferred. The conference is also an opportunity to examine emerging policy issues, and to share the practical skills that have been gleaned over the years through research and hands-on clinics.

Toward the end of the conference, participants will have an opportunity to apply what they have learned and develop an action plan on a regional land use issue that is important to them.

In order to present a relevant, and Manitoba Capital Region specific conference, the following process has been approved:

Situation Analysis (December '07 – April '08)

Montana Public Policy Research Institute staff will observe and interview stakeholders during the Envision CapitalRegionQuest Workshops in early December, 2007 and following that, provide a 'Situation Analysis" of Manitoba's Capital Region. This written report will outline challenges and opportunities for working cooperatively in Manitoba's Capital Region.

Conference – “Learning to Think and Act Like a Region” – (April '08)

Findings from the situation analysis will be utilized to develop the April 10th and 11th – 2 day conference – designed to teach collaboration skills, and highlight case studies and best practices of cooperation in other regions. The purpose of this conference is to both build and share knowledge about regional collaboration. It will highlight some of the most promising case studies around the country, focusing on what works, what does not, and what lessons can be transferred. The conference is also an opportunity to examine emerging policy issues, and to share the practical skills that have been gleaned over the years through research and hands-on clinics. Toward the end of the conference, participants will have an opportunity to apply what they have learned and develop an action plan on a regional land use issue that is important to them. Those invited to the conference will include but not be limited to political leadership, the Chambers of Commerce, First Nations/Métis communities, Universities, etc.

Assistance with Development of Regional Vision (April – June '08)

Building on the lessons learned from the Situation Analysis and skills developed during the 2 day conference, as well utilizing the software tool CapitalRegionQuest, staff from the Montana Public Policy Research Institute will provide some consultation and assistance throughout in the writing of the Regional Vision Framework

Appendix B: Interview Questions

1. What do you think are the major issues related to growth and sustainability facing the Winnipeg Capital Region?
2. What, if any, are the barriers and challenges to working across jurisdictions on growth management and sustainability issues, and how might they be addressed?
3. What specific mechanisms either exist or could be put into place to improve the effectiveness of coordinating land use and other issues among jurisdictions and across the region as a whole?
4. As regional growth and sustainability strategies (whatever they may be) are implemented, disputes among jurisdictions (as well as other stakeholders) are inevitable. How might site-specific or regional disputes be prevented and/or resolved? What types of mechanisms currently exist? How well do they work? And how might they be improved?
5. How should the jurisdictions that benefit from a particular project share the costs of that project? Can you articulate some type of principle to guide this type of cost-sharing arrangement?
6. Creating a regional growth framework represents a new scope of work for the Mayors and Reeves. What interests or concerns do you have as the Partnership moves in this new direction? Do you think the Partnership is the appropriate body to deal with regional land use issues? If not, what structure?
7. In implementing specific provisions or strategies on the ground, how should decisions be made – unanimous agreement, overwhelming agreement, or simple majority? What are the pros and cons of your preference? What vehicle should be used to implement strategies, structurally and legally?
8. At what point in developing and implementing a regional growth framework is it important to mobilize and engage other citizens, stakeholders, and communities. Do you have any suggestions on how to mobilize and engage people?
9. What is the most appropriate (useful) role of the Provincial government, if any, in regional growth and sustainability in the region? What other agencies should have a role?

Appendix C: List of Those interviewed

Mayors and Reeves of the Capital Region

City of Selkirk	Mayor Dave Bell Chris Lulleman, CAO
City of Winnipeg	Councilor Justin Swandel Bryan Gray, Manager, Executive Policy Committee Secretariat Michelle Richards, Senior Planner, Planning, Property & Development Dept
RM of East St. Paul	Reeve Lawrence Morris
RM of Headingley	Reeve Will Tailieu Chris Fulcher, CAO
RM of MacDonald	Reeve Rodney Burns
RM of Ritchot	Mayor Bob Stefaniuk
RM of Rosser	Reeve Alice Bourgoin
RM of Springfield	Reeve Peter Skrupski
M of St. Andrews	Reeve Don Forfar D J Sigmundson, CAO
RM of St. Clements	Reeve Steve Strang RM of St. Clements Councilors
RM of St. Francois Xavier	Reeve Roger Poitras Colleen Atamenchuk, CAO
RM of Tache	Reeve William Danylchuk
RM of West St. Paul	Reeve Clifford Dearman
Town of Stonewall	Mayor Ross Thompson Robert Potter, CAO

Regional Leaders

Province of Manitoba	Linda McFadyen, Deputy Minister, Intergovernmental Affairs Claudette Toupin, Asst. Deputy Minister, Community Planning, Intergovernmental Affairs Bob Grodzik, Acting Director, Community Planning Association of Manitoba Municipalities Ron Bell, President Doug Dobrowolski, Vice President – Rural Shirley Kalyniuk, Vice President – Urban Joe Masi, Executive Director
University of Manitoba	Dr. Paul Thomas, Duff Roblin Professor of Government
Manitoba Chamber of Commerce	Graham Starmer, President
Winnipeg Chamber of Commerce	Dave Angus, President and CEO Chuck Davidson, Vice President, Policy and Communications

Appendix D: Working Across Boundaries:

Principles of Regional Collaboration

A growing number of land-use issues transcend political and jurisdictional boundaries. These issues are most effectively addressed at a regional scale, somewhere between local, state, and national levels. During the past few years, people from many lifestyles have experimented with a variety of regional approaches to land-use issues. While some of these initiatives augment existing government institutions, others are more ad hoc in nature. Whether formal or ad hoc, regional initiatives involve people with diverse interests and viewpoints in collaborative forums – public spaces that would not otherwise exist to solve common problems. Although there is no single model or approach to regional collaboration, several principles have emerged to help people think and act regionally. These principles should be adapted to the unique circumstances of each place or region.

Principle # 1 – Focus on a Compelling Issue (Catalyst)

Working across boundaries is tough. There is tremendous inertia in existing social and political arrangements. Regional collaboration becomes compelling when people recognize that they are more likely to achieve their interests by thinking and acting regionally than by acting independently. The objectives of regional collaboration may include one or more of the following:

- (1) building knowledge and understanding;
- (2) building community (or a sense of place and regional identity);
- (3) sharing resources;
- (4) providing input and advice;
- (5) advocating for a particular outcome;
- (6) resolving disputes; and/or
- (7) governing.

Far from being mutually exclusive, these different objectives reinforce one another, and suggest a natural progression from knowledge- and community-building to advocacy and governance. To begin a regional initiative, focus on things that people are predisposed to do.

Principle # 2 – Organize around Collaborative Leaders (Leadership)

Regional initiatives require a certain type of leadership. In contrast to exercising authority by taking unilateral action – a command-and-control model of leadership – people who initiate regional efforts cross jurisdictions, sectors, disciplines, and cultures to forge alliances with diverse interests and viewpoints. Regional stewards invite people to take ownership of a shared vision and values, and they work hard to bridge differences and nourish networks of relationships. To move in the desired direction, regional stewards share power and mobilize people, ideas, and resources. In the midst of this action, they provide integrity and credibility, and advocate for the integrity of regional partnerships. They also show a high tolerance for complexity, uncertainty, and change. They emphasize dialogue and building relationships by respecting the diversity of ideas and viewpoints. Respect builds trust, which in turn fosters communication, understanding, and eventually agreement. In short, regional stewards practice “regional leadership”.

Principle # 3 – Engage the Right People (Representation)

To be effective, regional initiatives must engage the right people and build a constituency for change. If your objective is to advocate for a particular interest or outcome, that will require a different group of people than if you are trying to resolve a multi-party dispute or address a multi-jurisdictional issue. In the latter cases, you should seek to be as inclusive as possible -- including people who are interested in and affected by the issue; those needed to implement any potential recommendation (i.e., those with authority); and those who might undermine the process or the outcome if not included. Think carefully about the roles and responsibilities of existing jurisdictions and agencies, and keep in mind that there may be people and organizations outside the region that need or want to be involved.

Principle # 4 – Match Regional Boundaries to the Problem (Regional Fit)

How people define a region naturally flows from their interests and concerns. Regions are most often defined in one of two ways – one rooted in a sense of place, the other based on a certain function or the “territory of the problem”. Natural ecological boundaries – such as watersheds, ecosystems, wildlife habitat, and so on – can help inform the appropriate definition of a region, but in the final analysis, the region must engage the hearts and minds of people, and appeal to their shared interests. The precise boundaries of a region are often less important than clarifying the core area of interest. Boundaries can be soft and flexible, adaptable to changing needs and interests. In sum, the region needs to be large enough to capture the problem, and small enough to get traction.

Principle # 5 – Work Together to Name Issues and Frame Solutions (Deliberation)

Allowing all stakeholders to jointly name and frame land use issues for regional collaboration is important for one simple reason – to foster ownership and commitment. Since no single institution or entity is responsible or has the authority to address a multi-jurisdictional problem, the issues and potential solutions must reflect the interests and viewpoints of people that have a stake in the issue, those who are needed to implement any potential outcome, and those that might feel compelled to challenge the process or its outcome. When people talk about their interests and concerns, they are “naming” their problems. Naming is a political practice because the name we give to a problem guides us in what we do to solve it. When people talk about what can be done, they propose options, and when all the options are put on the table, they create a framework for addressing a problem. This “framing” structures the future course of the conversation and any action that may emerge from regional collaboration. The effort to jointly name and frame issues for regional collaboration not only generates a sense of ownership and commitment, but also builds knowledge and understanding of the region; fosters a sense of regional identity or a sense of place; and generates more creative options.

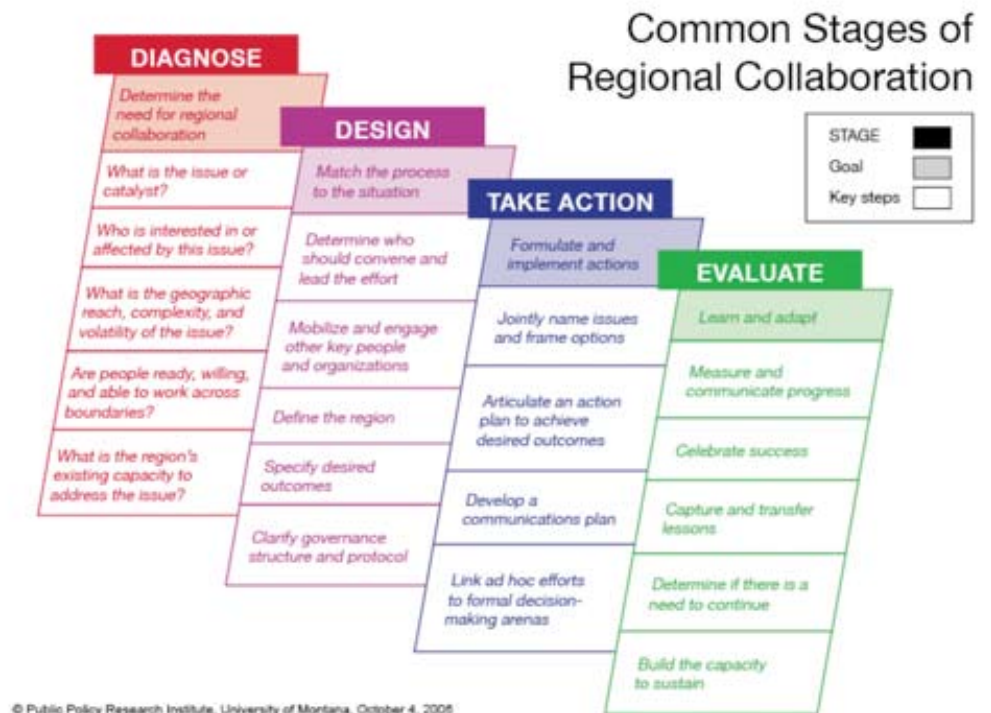
Principle # 6 – Move from Vision to Action (Implementation)

The objective at this point is to strategically translate civic will into political will. Participants can start by understanding how the proposed regional action supplements other relevant efforts. Then, they need to communicate their message to appropriate audiences, making it relevant and compelling. They need to demonstrate to political and other decision makers that the political capital to be gained is greater than any political risk they may take in supporting the action. Outreach should rely on multiple strategies to inform, educate, and mobilize people (e.g., media, public events, publications, web sites). Participants should also think carefully about linking their effort to established decision-making systems. Seek access to power -- rather than power itself -- by building bridges, coordinating actions, and doing things that would not otherwise get done.

Principle # 7 – Learn as You Go and Adapt as Needed (Evaluation)

Taking action is usually followed by evaluating what was accomplished. This “civic learning” provides the political momentum to follow-through on difficult problems. In some cases, there may be a need to sustain regional collaboration. Participants should begin by capturing, sharing, and celebrating their accomplishments, thereby reinforcing a sense of regional identity. Then, it may be valuable to revise and renew the mission, adapting to new information, opportunities, and problems. Participants will also need to identify and develop the capacities to sustain the regional initiative – people (both current and new members), resources (e.g., money and information), and organizational structure. Finally, participants should assess the value of integrating regional efforts into existing institutions, and/or designing new institutions. Given the variation in the objectives of regional initiatives, it is not surprising that several different organizational models have emerged to support regional initiatives.

APPENDICES



Appendix 4

Conference Agenda and Summary

Working Across Boundaries: Learning to Think and Act Like a Region

Presented by:
Lincoln Institute of Land Policy
Public Policy Research Institute, University of Montana
Consensus Building Institute
April 10-11, 2008
Fort Garry Hotel
Winnipeg, Manitoba

Local Sponsor:
Mayors and Reeves of the Winnipeg Capital Region

Workshop Description

Countless examples across the country (and arguably the world) suggest that “working across boundaries” is fast becoming one of the major puzzles in land-use policy. This puzzle is defined by two fundamental points. First, the territory of many land use problems transcends the legal and geographic reach of existing jurisdictions and institutions (public, private, and other). This mismatch between the geography of the problem and the geography of existing institutions leads to the second point: the people affected by such problems have interdependent interests, which means that none of them have sufficient resources or authority to adequately address the problems on their own.

As we move into the twenty-first century, there seem to be a continuum of responses to this planning puzzle – from informal to formal. These responses, from informal networks, to more formal partnerships, to formal governance structures – suggest that no single model works in all situations and that any response to trans boundary issues should be tailored to the unique circumstances of a region and the needs and interests of the people who live there. Whether formal or informal, top-down or bottom-up, regional initiatives provide opportunities that would not otherwise exist to solve land-use problems that transcend multiple jurisdictions, sectors, and disciplines.

A P P E N D I C E S

The purpose of this workshop is to both build and share knowledge about regional collaboration. It will highlight some promising case studies, focusing on what works, what doesn't, and what lessons can be transferred. The second day will focus on one of the most challenging aspects of working across boundaries – translating vision into action. Strategies and best practices for moving from vision to action will be shared through a series of interactive activities and facilitated work sessions. Toward the end of the workshop, participants will have an opportunity to apply what they have learned and develop an action plan on a regional issue that is important to them.

WELCOMING RECEPTION

Wednesday, April 9, 2008

7:00 – 9:00 PM

Broadway Room, Fort Garry Hotel

Hosted by the Mayors and Reeves of the Capital Region

Sponsored by BFI Canada

Thursday - April 10

8:00 a.m. Registration and Continental Breakfast

8:30 Welcome and Introductions

Peter Pollock, Lincoln Institute of Land Policy

Opening Remarks

Intergovernmental Affairs, Province of Manitoba

City of Winnipeg

Mayors and Reeves of the Capital Region

Workshop Overview

Juliana Birkhoff, Consensus Building Institute

Shawn Johnson, Public Policy Research Institute, University of Montana

9:00 A Framework for Regional Collaboration

Matthew McKinney, Public Policy Research Institute, University of Montana

This session will provide an overview of the unique nature of regional land-use issues; review the variety of responses to such problems and explaining why regional collaboration is essential; highlight principles of effective regional collaboration; and explore four common stages of regional collaboration: diagnose, design, take action, and evaluate.

10:00 Why Think and Act Like a Region?

Juliana Birkhoff, Consensus Building Institute

Thinking and acting regionally means focusing on a particular place and working across multiple jurisdictional boundaries, sectors, and disciplines. This is a difficult proposition, and we do not assume that “regional collaboration” – the process of working across boundaries – is necessarily the best response to the challenges or opportunities you face. It is important to clarify your interests, consider your options, and examine what motivates or compels you to think and act regionally. This simple exercise is designed to help you think through this process.

10:45 Break

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11:00 Panel: Responses to Why Think and Act Like a Region

Matt McKinney, Public Policy Research Institute, University of Montana (moderator)

Leaders representing various regions in Manitoba will briefly respond to the question of why thinking and acting like a region is critical in achieving their interests and objectives. This moderated panel will seek to clarify the main issues and concerns of all participants, including specific substantive challenges, process issues, and geographically-based concerns; in turn, this information will help shape the focus of tomorrow’s break-out work sessions.

12:00 p.m. Lunch

1:00 Case Studies and Lessons Learned

Shawn Johnson, Public Policy Research Institute (moderator)

The experiences of other regions offer inspiring stories and lessons learned that could inform and invigorate efforts at home. The following case studies offer both successful examples of regional collaboration and practical information about the specific regional-scale challenges and opportunities of water and wastewater services; economic development; and transportation.

Cumberland Region Tomorrow, Nashville/Middle Tennessee

Dr. Bridget Jones, Executive Director

Cumberland Region Tomorrow (CRT) is a private, non-profit, citizen-based regional organization that works with many public and private sector partners in the 10 county region surrounding Nashville. Since 2000, CRT has been working to support and encourage quality growth through improved planning, with an emphasis on land use, transportation and preservation of the rural landscape and character of the region’s communities.

Metropolitan Council, Minneapolis and St. Paul, MN

Mark Vander Schaaf, Director of Planning and Growth Management

The Metropolitan Council of the Twin Cities Area is the regional planning and service-delivery organization for the Minneapolis/St. Paul region. The Minnesota Legislature established the Metropolitan Council in 1967 to coordinate planning and development within the Twin Cities metropolitan area and to address issues that could not be adequately addressed with existing governmental arrangements. One of the Council's primary tasks is addressing water quality, water supply, and sewage treatment for the region.

2:30 Break

Transportation Planning in the Denver Region

Peter Pollock, Lincoln Institute of Land Policy

Transportation planning in the Denver Region is coordinated in large part by the Denver Regional Council of Governments (DRCOG), a nonprofit association of 56 local governments that promotes a regional perspective on the most pressing issues facing the metropolitan area. In coordinating regional action on transportation, DRCOG works with the Colorado Department of Transportation, the Regional Transportation District, and the Metro Mayors Caucus, among others.

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3:15 Panel Discussion with Case Study Presenters

Matthew McKinney, Public Policy Research Institute, University of Montana (moderator)

4:30 Wrap-up and adjourn for the day.

Friday – April 11

8:00 a.m. Continental Breakfast

8:30 Opening Remarks/Reflections from Day 1

Peter Pollock, Lincoln Institute of Land Policy

8:45 Working Across Boundaries: The Challenge of Getting Started

Juliana Birkhoff, Consensus Building Institute

Shawn Johnson, The University of Montana

The very nature of thinking and acting like a region raises questions – What should be on the table or what should the conversation address? How should the region be defined? Who should be involved? Who should provide leadership? This session will focus on the challenges that typically arise in the first two stages of regional collaboration – diagnosing and designing. Participants will break into small groups and work through an interactive exercise, followed by a debriefing on key lessons, strategies, and best practices.

10:45 Break

11:00 Working Across Boundaries: Moving from Vision to Action

Juliana Birkhoff, Consensus Building Institute

Shawn Johnson, The University of Montana

After mapping the regional problem or opportunity, the next step is to decide what needs to be done and how to go about doing it. This session will build on the earlier interactive exercise and focus on the second and third stages of regional collaboration – taking action and learning from your experience. Participants will work in the same small groups as before to develop a regional strategy. A debriefing following the exercise will focus on anticipating and overcoming implementation challenges.

A P P E N D I C E S

12:00 p.m. Lunch

1:00 Debrief and Lessons Learned

Shawn Johnson, Public Policy Research Institute, University of Montana

Coordinating strategic action across boundaries can be a real challenge. This session will draw from participant experiences in the morning sessions and provide tools, strategies and techniques for overcoming common challenges based on the practical experiences and insights gained from researchers and practitioners.

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1:30 Break-out Sessions: Building Your Own Regional Strategy

Peter Pollock, Lincoln Institute of Land Policy

Juliana Birkhoff, Consensus Building Institute

Shawn Johnson, Public Policy Research Institute

In this session, participants will apply the earlier examples, frameworks, and lessons to their own situation. Working together in small groups (the groups will be based on the major reasons people in Manitoba think working across boundaries is important as summarized from yesterday's session, *Why Think and Act Like a Region?*), participants will explore options for addressing their issue(s), evaluate pros and cons, and begin shaping an agenda – with specific action items – for a regional plan of action. Groups will also be asked to identify who should lead the effort and who should participate in it. Faculty members will facilitate the small groups and provide input and advice based on their own experience.

3:00 Break

3:15 Reports from the Groups and General Discussion

Juliana Birkhoff, Consensus Building Institute

Shawn Johnson, Public Policy Research Institute, University of Montana

Each of the groups will share highlights of their regional action plans, including prioritized activities and examples of who would need to be involved with each proposed action item. The purpose of this session is to develop some preliminary next steps for regional action – and begin shaping a concrete plan for addressing regional challenges and opportunities.

4:30 Workshop Wrap-up and Closing Comments

Peter Pollock, Lincoln Institute of Land Policy

Mayors and Reeves of the Capital Region

4:45 Adjourn

Appendix 5

Learning to Think and Act Like a Region

A P P E N D I C E S

Fort Garry Place, Winnipeg, Manitoba July 10, 2008

Meeting Summary Participants Alice Bourgouin, Rodney Burns, William Danylchuk, Cliff Dearman, Don Forfar, Bob Grodzik, Michelle Richard, Peter Skrupski, Gord Steeves, Bob Stefaniuk, Steve Strang, Claudette Toupin, Ross Thompson, Daile Unruh

Facilitators Juliana Birkhoff, Shawn Johnson Purpose and Scope

- Discuss context for current regional collaboration;
- Identify criteria for current and future projects;
- Identify list of possible projects;
- Decide who and how to implement next steps.

Information Sharing/Context for Current Regional Collaboration Participants spent time sharing information so that everyone knew what had happened since the April workshop. Participants also wanted to establish the context for current and future regional partnerships. The following summary touches on the major topics discussed.

1. Demographic Information

Michelle Richard from the City of Winnipeg; Claudette Toupin from Manitoba Provincial government; and several Mayors and Reeves shared information about recent population and housing trends as well as some forecast information. A majority of municipalities agreed that there were more young professional families and an increasing elderly population. They also identified and discussed the increase in numbers of First Nation peoples in the region. Participants agreed that these demographic trends were the most important for the region. Participants noted that across the region average lot sizes were becoming smaller and more builders were building multi-family dwellings. Some predicted that these trends would continue in light of growing environmental awareness and increasing fuel and transportation costs.

The group also discussed employment trends and industrial land needs. Michelle noted, for instance, that up to half of the City of Winnipeg's industrial land supply was no longer functioning and that it will be increasingly important for the City to work with its neighbors to meet future land use demands. Several people suggested that a growing percentage of the region's growth and development will occur outside of the City's boundaries.

2. Service Sharing Discussion

Daile Unruh and Cliff Dearman took the lead on updating participants about the service sharing discussions that are underway between the City of Winnipeg and its neighbors in the Capital Region. Following an agreement to confidentially share information in the RRIC report, negotiators are planning to move forward with service-sharing discussions. These discussions will include formulation of a rate structure.

3. Provincial Land Use Policies (PLUPs)

Claudette Toupin and Bob Grodzik provided an update on the development of new Provincial Land Use Policies (PLUPs). They outlined the Province's agenda over the next several months. They emphasized the transparency of the process, including opportunities for municipalities and other stakeholders to provide feedback on initial draft policies. They also explained that the Province intends to include provisions to promote cooperation between municipalities.

4. CapitalRegionQuest Workshops

Daile Unruh shared the results of the six (four stakeholder/two public) CapitalRegionQuest workshops. Participants across the workshops agreed that the region should explore options for more compact, nodal development, including additional transportation options. Several workshop participants noted that this consistency suggest there is a shared vision for the region.

Criteria for Regional Partnerships to Work

Each person was asked to name those things that “would have to be true” for the region's municipalities to work together. These specific items are included in the Appendix. In general, the criteria reflected the relationship, leadership, financial, and organizational elements that underpin any regional effort. Participants, however, shared a distinct emphasis on concrete projects and on improving internal communications and trust.

List of Possible Projects

In addition to the service sharing discussions, participants noted a number of possible regional projects that addressed shared interests and concerns, including transportation, GIS data sharing, economic development activities, and efforts to better support the work of the Mayors and Reeves. Specific project ideas are included in the Appendix.

Next Steps

After identifying a number of possible projects, participants volunteered to take concrete steps to move the regional discussion forward on a number of compelling projects. They will move forward by providing more information or with more opportunities for input and discussion.

Proposed Project or Interest Area	Status or Next Step
Service Sharing Discussions and a Regional Water/Wastewater Authority	Moving forward as planned under the current arrangement of designated participants and negotiators.
Transportation and Transportation Corridors	This project is currently on the agenda, but in “waiting mode” as scope, staff, and resources needs are determined.
Study on Positive Aspects (economic, environmental, and social) of Regional Partnering	The Province (Claudette and Bob) will take the lead in exploring this effort.
Regional GIS database and Comprehensive Mapping System	The Province (Claudette and Bob) will begin scoping this effort to determine current assets, needs, and feasibility.
Trust-building/Communications	Gord will initiate a conversation with his colleagues on City Council. The Mayors and Reeves Executive Committee will orchestrate how and when to convene a forum for dialogue between City Councilors and the Mayors and Reeves.
Clarify Perceptions in the Situation Assessment Report	The Province (Bob and Claudette) will find a time and place to discuss the report and to clarify perceptions about Provincial actions.

APPENDIX – Flip Chart Notes

Item	Notes
Ground Rules	<ul style="list-style-type: none"> • Listen and take everyone’s ideas seriously • Share time to talk • Participate actively • Use examples to clarify thoughts and ideas • Turn off cell phones/put them on vibrate • Be tough on the issues but easy on each other • Leave baggage at the door • Put it all on the table
Information Topics to Be Discussed	<p>Demographic Information Service Sharing Discussion Provincial Land Use Plan Development CapitalRegionQuest Role of Increasing Fuel Prices on Transportation Other Environmental/Green Issues</p>
“Parking Lot” Issues	<ul style="list-style-type: none"> • How to secure participation of all partners • Trust building and relationship issues between the major players (City of Winnipeg, Province, and rural municipalities) • Would it help to sit down with Winnipeg’s City Council? • What are the City of Winnipeg’s interests in the region and the regional partnership? • What is the proper venue for discussing regional issues? • Need for more effective communication • Who should participate in activities? When are elected officials the appropriate individuals to engage? When should staff take the lead?
What would have to be true for successful regional partnering in the region?	<ul style="list-style-type: none"> • The City of Winnipeg would have to be fully engaged. • Partners would have opportunities to “make deals” – that is, work together on specific projects (e.g. service sharing, inland port, others) • On-going relationships that endure beyond specific projects • Written information/pamphlet about the region and the regional partnership • Governance structure that shared leadership through co-chairpersons (e.g. one Winnipeg chair, one rural chair) • Financial agreements that work for all parties • Fair and equitable to all parties • Build on mutual goals and interests

	<ul style="list-style-type: none"> • Mutually beneficial, win-win efforts • Improved structure of the Mayors and Reeves • Store front • Team-building • Communication • Financial and organizational capacity • Human resources, including staff involvement • Stronger Provincial support • Need a success – “manageable projects” • Needs a compelling purpose for the partnership • Need effective leadership from the City of Winnipeg, the Mayors and Reeves, and the Province • Ability to maintain momentum • Trust/relationships • Taking advantage of differences/comparative strengths within the region • Articulate regional effectiveness/efficiencies • Keep an eye on the big picture • Work within political and electoral timeframes • Draw on existing resources and expertise
<p>Possible Projects</p>	<ul style="list-style-type: none"> • Service Sharing/Infrastructure and a Regional Water/Wastewater Authority • Transportation and Transportation Corridors • Study on positive aspects (economic, environmental, and social) of regional partnering • Regional GIS database and comprehensive mapping system to visualize the region’s assets and needs • Land use conversations in buffer areas/with neighbors to promote mutual resolution of problems and avoid future conflicts • Strong consistent identity and a place to call home • Trust-building/communications activities • Opportunity to clarify perceptions in situation assessment report • Opportunity to use the Regional Framework Vision (due in September 2008) to catalyze conversation in the region